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ABSTRACT

This monograph examines some suggested guidelines as they relate to what happens when agents of change, from within and without the schools, collaborate with common goals in mind. The experiences from developing a cooperative model for a university and a school district are summarized in the form of guidelines which can be helpful to others who plan such programs. Included in the monograph are three sets of guidelines for the effective creation of an educational partnership. The focus of the first set of guidelines is on the public school component, although both components are addressed when reciprocity is an issue. The second set is addressed primarily to the university component, outlining those needs, responsibilities, and strategies which must be attended to by the university if an educational partnership with the schools is to be effected. Finally, the last set of guidelines describes the strategies and principles found to be useful in staff development for both components. (Author/SJL)

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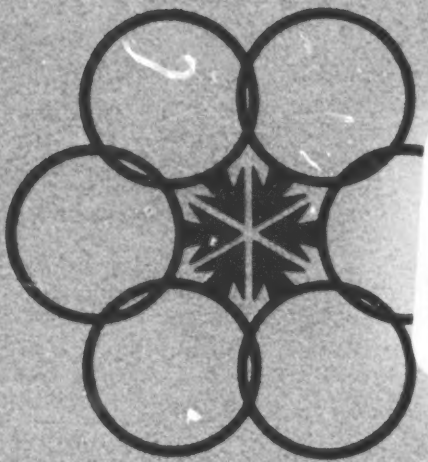

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Accepting Cooperation between School Districts and Universities: A Case Study and Guidelines

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Midwest Center/Satellite Consortium
For Planned Change In Pupil Personnel Programs
For Urban Schools

The Midwest Center/Satellite Consortium for Planned Change in Pupil Personnel Programs for Urbana Schools was designed to modify and develop preparation programs providing entry and renewal training for pupil personnel workers, as well as to modify and develop pupil personnel programs providing direct services in schools. The Center was designed as a temporary organization. The three primary areas of focus were: 1) program development, 2) staff development, and 3) organizational renewal. Satellites represented a composition of university, school, state department, and community, and were intended to become a fully functioning permanent component of the organizations to which they were attached. All satellites were provided with human and fiscal resources by the "Midwest Center," located at Indiana University within the School of Education, Department of Counseling and Guidance.

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FOREWORD

That educational partnerships can be effectively realized is the message of this monograph. The creation of the document is in itself testimony to that effect. The four authors represented here, although coming from different backgrounds with different goals, were collaborators in a 3-year project designed to make school and university personnel more responsive to the needs of their clients. These guidelines are a result of their shared experiences—experiences which reveal a growing perception of their common concerns.

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CHAPTER I

Introduction

One does not need to engage in extensive research to note that our schools are failing our children, and our children are failing in our schools. It is evident that our urban schools are not successfully educating low-income children, particularly children of minority groups. Universities are charged with living in isolation from reality and not producing teachers who are able to cope with the multi-dimensional problems of the large urban cities. On the other hand, public school teachers are criticized for operating without regard for current educational theory and research, thus becoming stagnant and ineffective as they attempt to deal with pupils on a day-to-day basis.

There is much discussion and theorizing on the subject of partnerships in education between public school districts and universities with the purpose of providing effective educational programs for students; but what is and what should be are miles apart. It is easy to formulate new ideas for the collaborative efforts of universities and public school systems in relation to the development of effective educational programs, but it is a totally different problem to implement and then execute those new ideas. Both university and public school personnel have been remarkably unsuccessful in initiating and maintaining innovations in ways consistent with their original purposes and goals to produce effective educational programs. University professors, because they are on the outside looking in, tend to have a limited, unrealistic theoretical understanding of how a real school works. Public school administrators, because they are on the inside looking out, tend not to be able to see beyond the daily tasks of running schools. They are subject to bureaucratic as well as community badgering and manipulation. An aura of helplessness and hopelessness by students and teachers pervades the atmosphere.

This monograph examines some suggested guidelines as they relate to what happens when agents of change, from within and without the schools, collaborate with common goals in

mind. The first of these goals may be to attempt needed curriculum change in both institutions to make them relevant to the clients they serve. This area is referred to as system changing activities.

A second and closely related goal may be the continuing education of established educators on both the university and local school level, an area referred to as professional changing activities. Staff development at both levels is a prelude to curriculum change in both institutions. The final goal is often the formation of a forum or vehicle for dialogue between the two collaborating institutions.

The University of Illinois, Public School District 9, and residents of the near west-side community of Chicago have piloted a model which was predicated on the principle that universities and schools are partners in the solution of learning problems. This project was funded by the EPDA under the auspices of the Midwest Center for Planned Change in PPS. The model is based on several assumptions. First, effective educational strategies for the future must include all members of the educational community—its students, parents, teachers, and administrators in both the school system and the teacher training institutions. We believe that this can best be achieved through planned change aimed at organizational strategies which permit the educational communities in urban settings to continually identify and effectively address the major problems they face, and then bring about the necessary changes.

But the model alone does not produce change. People must be willing to commit their energies to a plan of action best facilitated by:

a. creating a positive and stimulating setting for the change

b. developing positive and supporting interpersonal and inter-institutional relations

c. providing reality testing procedures

d. developing rational thinking, planning, and programs through a clarification process which assesses needs, solves problems, and evaluates. Evaluation must be utilized as a continuous management process which

serves program improvement as well as program assessment purposes.

Our overall purpose is to summarize our experiences in the form of guidelines which can be helpful to others who plan programs in which school districts and universities work closely together. We are including here three sets of guidelines for the effective creation of an educational partnership. Our focus in the first set of guidelines is on the public school component, although both components are addressed when reciprocity is an issue.

The second set of guidelines is primarily addressed to the university component, outlining those needs, responsibilities, and strategies which must be attended to by the university if an educational partnership with the schools is to be effected. And finally, our last set of guidelines describes the strategies and principles we have found to be useful in staff development, with respect to staff members of both components.

CHAPTER II

Guidelines for Promoting a School/University Partnership

Guideline 1

It is essential that a forum for an ongoing dialogue between the school district and the university be established and maintained.

General Discussion of Guideline 1. Every effort must be made to facilitate understanding between the school district and the university; this phase must not be left to chance. Plans of action suitable to varying phases of the project must be implemented to allow exchange between the two institutions. In the early stages of the project the forum or vehicle for dialogue might be quite different from that of a later stage. The importance lies not in the type of forum but in the fact that some form of organizational strategy for facilitating exchange exists as an ongoing component of the project. Moreover, those directly involved in the operation of the school must also be involved in the decision-making and exchange process.

Techniques which Were Helpful in Implementing this Guideline. 1. The superintendent of District 9, with the aid of his administrators, parents, teachers, and students, devised a plan for curricula and physical plant changes. University assistance was requested to aid in the planning.

2. A working group evolved into the Strategy Committee. The group consisted of persons in key decision-making roles in the university, local school, and community whose main function was policy making. It was most important in these initial stages to have immediately available a dean of the college and the superintendent who could make immediate decisions. Their early involvement greatly facilitated movement through bureaucracy and red tape at crucial times. Each chose key responsible persons on his staff to facilitate the formation of a forum or vehicle for ongoing dialogue.

3. A key objective of the strategy group was to involve components of the educational community (local schools,

community, university) in a task force group which would assess needs, plan activities, and evaluate the program in general in a series of planned meetings.

4. A major agenda item was the brief, detailed reporting of activities in the several components to keep the lines of communication open.

5. Care was taken to select a project director who was familiar with the Chicago Board of Education's programmatic and behavioral irregularities, acquainted with Crane High School and its problems, and who was conversant and comfortable with the kinds of problems that a university and local school can have. This director was placed under the direct supervision of the school superintendent by job description, but was salaried by the university. Although not an intentional strategy, it nonetheless served to help the director maintain a degree of loyalty and commitment to both institutions.

6. Public school personnel, including teachers and administrators directly responsible for the operation of the pilot center, were enrolled as students in the classes taught by university personnel involved in the project. This provided an additional communications vehicle.

7. The creation of a Diagnostic and Skills Development Center* provided a vehicle for collaborative planning and program development by all to: 1) specifically perform research, program development, and evaluative functions; 2) provide a leadership role in developing new approaches to learning as it relates to the needs of students; 3) provide support to teachers, administrators, and parents in program planning through consultation, pre-service, and in-service training; and 4) include all components (students, parents, teachers, administrators, university personnel, and community leaders).

Guideline 2

> It is important that the university and the school district develop a set of defined goals and a perception of how the other component is involved.

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*For more information on D.I.S.C., see *A Final Program Report from the University of Illinois, Chicago Circle and Chicago Public Schools, 1971-74* (Bloomington: The Midwest Center/Consortium for Planned Change in Pupil Personnel Programs for Urban Schools, Indiana University, 1975).

General Discussion of Guideline 2. Universities and public schools, though they share some common goals, have two distinctly different sets of objectives which don't always correlate. Public schools are concerned with learners, while colleges are concerned with learning. It is essential that each institution acknowledge and accept the underlying philosophy of the other. The institutional structure of both the public schools and the university rewards conformity to their own particular roles. Often this conformity breeds isolation which is counter to the mutual trust and spirit of experimentation necessary to change.

If a partnership is to succeed, both institutions must take a realistic view of their own motivation as well as that of the other institution. Real questions, such as the following, must be asked and dealt with in the early stages:

> Is the university involvement in the schools mainly for the purpose of enhancing academic careers and collecting royalties from books?
>
> Are the public schools interested only in benefits reaped from acquiring of additional personnel?

Knowledge and information brought out into the open can be utilized to develop a hierarchy of mutually agreed upon objectives. However, first each institution must develop for itself a set of defined goals. The institutional commitment toward its own goals can serve as a facilitating factor in arriving at compromises to achieve mutually stated objectives. In our project, more often than not, each institution's commitment to its own set of goals provided the compromises and strategies that produced the real working collaborative efforts toward achievement of mutually agreed upon objectives.

Techniques which Were Helpful in Implementing this Guideline. 1. The university utilized the project participation as demonstration of a meaningful field-based community involved program to facilitate acquisition of a new graduate degree program for the university.

2. Public school teachers enrolled in and helped to design the tuition-free course work offered at a convenient location (Crane High School) and at a time that did not conflict with work hours.

3. The course work was designed so that teachers could utilize it to meet requirements of the Board of Education in alternative areas such as promotion to administrative positions, as well as salary increments.

4. The university gathered data that was utilized in research studies.*

5. The local school benefited from the utilization of additional personnel. Experienced professors as well as graduate students worked directly with a select group of students and teachers responding to local school program needs.

6. The university designed additional course work that teachers needed to maintain job security. The degree program designed for counselors gave the university the opportunity to offer relevant course work. Teachers participated in the design to help make it relevant and acquired course work necessary for job security.

Guideline 3

> Early planning must include strategies for the gradual withdrawal of concentrated university resources and funds as the school's staff becomes more self-reliant in planning and implementing improvements in the educational program. However, the strategy must include a means by which specialized university resources can again be made available as special needs arise.

General Discussion of Guideline 3. Care must be taken in the early stages of planning and implementation of the project to avoid utilization of personnel and programs that require a significant outlay of funds. Programs which are totally dependent on outside funding have little chance of being institutionalized. If significant retraining functions are a part of the project, then some strategy must be built in for a self-sustaining, self-perpetuating structure designed to assure continuous training and to extend new skills, techniques, and programs to faculty and students.

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*An example of one research project is: *An Evaluation of the Diagnostic and Skills Development Component of the Midwest Center/Satellite Project* by R. Stewart Jones, Director, Richard P. Lipka, Richard Sorensen, Colin Power, and Kalil Sannoh (Urbana: University of Illinois, 1974), 232 pp.

The leadership role, especially that of the director, must include the training of specific persons who will remain to carry out the necessary functions as the director's role is phased out. If the role of a coordinator or liaison person is seen as a key need for the future, then procedures to institutionalize new positions in the school setting must be planned and implemented during the funding period. This was given high priority in our project since it was felt that the critical time for the project would be during the period following withdrawal of outside funds. Personnel coordination and liaison function were considered crucial during this period.

Techniques which Were Helpful in Implementing this Guideline. 1. The course work designed by the university during the project was institutionalized as a degree program in the university, which made the continuous training and extension of skills a reality.

2. Two teachers in key positions in the school and one graduate student from the university participated in all phases of project activity as steering committee members, and as students in university course work, in anticipation of the need for a continuity of activities after the gradual withdrawal of outside resources and funds.

3. The school superintendent offered the necessary administrative support to the acquisition of a new position. The role was filled by one of the teachers exposed to overall project activity in anticipation of this need.

4. University staff were available on a consulting basis during the year after the project as special needs arose.

Guideline 4

> The school district administrators and teachers must realize that both the school system and the university system have to contend with the pressures of various self-interest groups, racial issues, and with all the other social dissonances that are part of big systems.

General Discussion of Guideline 4. Unanticipated problems will arise in various areas. Budget allocation and personnel hiring are likely to present problems. Every attempt should be made to have the budget allocated to the institution that can

handle this operation most efficiently. Budgetary allocations should be given priority in terms of how they satisfy overall project needs rather than on a particular institution's needs. Final decisions regarding allocations in the budget should be made by the project director—not by university or school district personnel in positions dealing with finance or contract compliance.

Personnel selection must take into account the issue of racial balance and representation, but the first criterion should be the applicant's ability to meet the needs of the job description. Positions should not be filled by graduate students simply because they needs jobs.

Techniques which Were Helpful in Implementing this Guideline. 1. Personnel hiring and budget issues were frequent agenda items at the meetings of the policy-making group in order to share concerns of both institutions.

2. Budget was housed with the university. The school district, as a part of a centralized large school system, felt that the university system would present fewer bureaucratic problems.

3. Job descriptions and responsibilities were generated only after input was received from both institutions.

CHAPTER III

Guidelines for University Involvement in Educational Partnerships

Before attention is directed to specific guidelines, we should point out and acknowledge some of the institutional needs that are unique to the university as an educational community. These needs reflect the forces which prevent universities from declining into a static system and which allow them at the same time to provide services to a dynamic society. Any university needs:

1. Environments where it can train its graduate students in realistic research problems, where it can test research propositions, and where its faculty can refine their skills.

2. Engagement with clearly recognized social challenges, so it can satisfy the inevitable institutional need to affect important events and concurrently demonstrate to funding agencies that the institution is deserving of continuing and additional funding.

3. Settings in which to demonstrate that the application of learning models can generate tangible practical benefits.

To attain a successful working relationship with schools which can provide the situations universities need, university personnel must recognize that such complex goals cannot be attained without ingenious adaptation and considerable flexibility. The following guidelines suggest some university adaptations that can facilitate university-school cooperation and simultaneously help satisfy the needs characteristic of universities.

Guideline 1

> The university and the school district, to the extent possible, must see the particular project at hand as one step in the development of a persisting relationship.

General Discussion of Guideline 1. The project, if it is to succeed, will require the participants to engage in complex and sometimes awkward compromises. The university may have to rearrange teaching schedules, change budgetary procedures, and revise other policies. Unquestionably, equivalent compromises will be required on the school district side.

These compromises may be essential to the success of the project. But often they will not be justified to the participants by the expected outcome and budgetary benefits of that *individual* project. The individual project will rarely last long enough, or be large enough, to warrant the scale of policy changes that can make it a conspicuous success. And so policy changes of the necessary scope can only occur if the institutional participants see the likelihood of those changes leading to a persisting—and continually rewarding—post-project relationship.

On the other hand, if the project is seen as *only* a short-term experiment, then the significant policy change needed to facilitate its operation may not be given serious consideration by policy makers, suspicious of short-term outcomes.

Of course, one may criticize the university or school district for undertaking a short-term cooperative venture without a sincere commitment to make the needed policy and procedural changes. However, oftentimes the nature and impact of needed changes are not foreseen at the commencement of the project. And so the commitment to change may be sincere, but abstract (and perhaps naive). Such abstract commitments lose their force under the pressure of internal conflicts, unless they are coupled with a general understanding that the project is only one part of a network of growing and mutually beneficial commitments.

Techniques which Were Helpful in Implementing this Guideline. 1. Negotiations to develop the project should, at an appropriate stage, involve top level representatives of the institutions involved. Then explicit questions about, and implicit commitments to the relationship, can be exchanged and discussed. As the project continues, lower level administrators must necessarily assume authority. However, occasional reviews and discussions between the initiating executives can be useful to maintaining the necessary sense of long-range commitment.

2. Periodically throughout the project, the cooperating parties must consider these questions: how can this project be modified to become more effective and what kinds of future projects might be undertaken? If these questions don't

arise naturally out of the project, then the parties deliberately set aside time to explore possible answers and implications.

3. Another consideration to articulate in deciding whether or not to accept involvement in the project is: what are the prospects of extended relations? And if such relations may arise, will reallocation of resources be necessary? And if there will be such new costs, how may they be met?

Guideline 2

> The faculty members and graduate students assigned to work on the project must have abilities and interests that are congruent with the challenges that will arise in the particular project.

General Discussion of Guideline 2. The faculty members and graduate students working on the project will be working with persons whose values and styles may be divergent from those of their academic associates. Teachers and school administrators are faced with day-to-day problems relating to student motivation, discipline, budgeting constraints, and interpersonal relations, while students in high school in a core city area may be just as much concerned about their personal safety as about subject matter.

Furthermore, the teachers and administrators with whom university faculty deal are adults and college graduates who are not seriously concerned with winning the approval of the college faculty. They hope the faculty can give them some useful information and added skills, but they are not a relatively captive audience. Their attendance at a seminar, compelled as it is by their superiors, grades, and other semi-coercive systems used to direct and motivate students in a traditional college program, may have little effect on the day-to-day performance of these teachers.

Due to these factors, university faculty may have to adapt their modes of presentation and motivation to their new students' demands. These changes may appear to slow down the pace of the class since the degree of student participation will increase, and the instructor will be compelled to more adequately justify his propositions. However, there are important benefits to be derived by faculty members who adapt

to such demands. They will be working with students who are able to relate research and theories to concrete classroom problems and who are eager to evaluate those theories.

Techniques which Were Helpful in Implementing this Guideline. 1. Faculty members who accepted assignment to the project were largely self-recruited. We found that adherence to this principle is one means of insuring that the participants are not unwillingly placed in roles that require them to exercise tact and discretion.

2. In making faculty assignments, every effort should be made to insure that the persons accepting assignment are given adequate information about the tasks to be set before them. Of course, this aspiration can never be completely fulfilled in a dynamic project. Indeed, part of the participants' responsibility is to participate in the refinement of their inevitably incomplete role definitions. Still, time spent in advance briefing, before final commitments are made or expectations hardened, is time well spent.

3. Assignments of faculty and graduate students to the project should be the outcome of a consultative process between university and school administrators. The essential strengths and limitations of potential assignees should be frankly reviewed. Once again, this process will require compromise. The appropriate degree of consultation, or amount of time devoted to this process, cannot be easily specified. And where consultation does occur, the participants will still have difficulty in determining the weight to give to each factor; for example, if school administrators believe that a proposed faculty assignment is not ideal, and university administrators feel to the contrary—and there are constraints as to the alternatives available—the resolution of such differences will need flexibility and good will.

4. No simple rule can be laid down about the previous experience of faculty members. Former school teaching experience can be useful, but so many other variables are involved that decisions must inevitably be made on an ad hoc basis.

Guideline 3

The proposed project, or the continuing relationship that may grow from it, must satisfy important, continuing needs of the university and its staff.

General Discussion of Guideline 3. As a permanent institution, the university has a number of ongoing responsibilities. Moreover, the faculty of the university, due to their prior training and the existing reward structure, have personal vocational needs that they will seek to satisfy through their assignments. If the project is to receive adequate support from the university and its faculty, the project, or its expected longer range outcomes, must produce effects that encourage the university and/or its faculty to meet these existing responsibilities and expectations.

Some proponents of the project, insensitive to or unaware of this academic perspective, may imagine that university cooperation is inevitable once some minimum level of costs are met through grant funds. But while universities are theoretically obligated and sympathetic to such enterprises, they also face many other prior obligations. Graduate students must be trained. New techniques and theories must be tested, and publishable data developed. Student teachers and other trainees must obtain adequate placement. Previous lines of research must be explored. Other grants and obligations to community service must be satisfied.

If the project generates serious tensions for university staff due to the lack of congruence between university and project goals, there may be a tendency to minimize the significance of project goals in order to maintain and attain university goals of higher priority.

Techniques which Were Helpful in Implementing this Guideline. 1. Beginning with the initial proposal, faculty and administrators should consistently consider the potential and actual relationship between the proposed project and university and faculty goals. Such consideration can relate the proposed project to the general goals of the institution and/or faculty and can insure that faculty recruited for the project are persons whose existing and future interests will be relatively congruent with the pattern of the project. This approach, once again, raises the matter of relatively early and clear project definition and good foresight about the eventual patterns that the project can or should take. Such foresight can prevent later

tensions, which can arise if assigned personnel discover that they are putting time into efforts that are personally unprofitable to them. In such instances, reassignments can be made, but such reassignments mean that time must be spent in breaking in new people.

2. The university should make it clear to school district personnel that it is desirable for the project to satisfy diverse university goals. In other words, the university should not create the illusion that its resources will be unqualifiedly committed to the project. Such an illusion will later corrupt trust and compromise between the parties.

Guideline 4

> The university must recognize that its needs may not be easily understood by teachers and school district personnel. As a result, it must make every effort to engage in appropriate compromise, and to facilitate understanding of its aspirations.

General Discussion of Guideline 4. We have sketched some qualifications which are inevitably attached by the university to its involvement in the project, e.g., that the project have long-range implications, that it satisfy diverse needs of the university. It is unlikely that these university needs will be well understood by many school district personnel. Occasionally, some school district staff member may realize that certain constraints may exist on university conduct, but frequently these constraints are simply seen as unreasonable abstractions. It may be only relatively sophisticated school employees who realize that many of these constraints exist not to frustrate the project or to protect some special interest, but (frequently) to enable the university to satisfy its commitments to other desirable goals which are not evident to many non-academics.

Of course, this matter of misunderstanding applies equally to the perspective of university personnel towards school persons. They, too, have a network of responsibilities. Many of these responsibilities—such as unspoken loyalties to long-term associates—are unrecognized by outsiders, even though the outsiders may be persons with considerable understanding

about some parts of the learning process. Thus university personnel, too, must recognize their own ignorance, and seek to obtain the experience and insight that will enable them to be more effective in the school setting. Inevitably, such a process must require them to engage in some compromise and to admit some areas of ignorance—and to listen.

Techniques which Were Helpful in Implementing this Guideline. 1. It was helpful to establish systems that encouraged the parties to spend time working in each other's environment. An experienced school district employee—an administrator who had done work at the post-master's level—was hired as project director on the university budget. Faculty members actually did a good deal of their teaching in the school.

2. The university had to be willing to spend time expanding (and, essentially, justifying) its overall priorities to the school administrators concerned. The process is tricky. If it is done in a defensive manner, it can create resentment. Furthermore, it is usually inappropriate for professionals employed by one institution to intensively expose "outsiders" to explanations about the setting and implementation of internal priorities. Such exposure can leave outsiders feeling uncomfortable, just as if they had overheard a private family discussion. However, there is a tactful middle ground to be found which can prevent the opposite extreme—causing people to feel a sense of frustration and alienation as a result of their ignorance of organizational patterns.

3. The university must aggressively seek to perceive the school district's larger needs and priorities with appropriate tact and persistance. Just as the university well knows that its own needs and priorities extend far beyond the general statement in the proposal, it should be able to recognize that the school district has an equally complex agenda.

4. To the extent possible, occasions for informal discussions at all levels should be facilitated. Such occasions can permit the transmission of significant nuances and engender the trust which facilitates communication. These occasions can include meals in neighborhood restaurants, a beer together after class, or a party in someone's home.

Guideline 5

Efforts should be made to insure a reasonable degree of continuity among personnel working on the project or on later cooperative activities.

General Discussion of Guideline 5. The project, if it works well, will be a significant learning experience for all staff involved. They will be learning new things about their own institution, about mutually substantive skills, and about the priorities and styles of the operation of their counterpart institution.

This learning will inevitably be incremental. It will partly be the product of certain mistakes, tensions, and misunderstandings. If the learning is relatively successful, it will eventually result in trust and effective cooperation. But it will have been attained at some cost in time and resources. If staff members are transferred or leave before this stage is reached, or leave shortly after, the project will once again have to incur new training costs. Of course, some turnover is inevitable in any healthy operation. But, especially when new institutional networks are being developed, turnover should be restricted until the substance of those networks has crystallized into viable, routinized procedures.

Techniques which Were Helpful in Implementing this Guideline. 1. Assign faculty or staff to the project who are likely to stay as regular employees of their institutions, and who will also tend to retain responsibilities touching on future university-school district relations.

Guideline 6

The university reward structure must be organized so as to adequately recognize the contributions of faculty members who perform satisfactorily in such projects.

General Discussion of Guideline 6. Satisfactory service by faculty members in such projects may compel them to disregard their university activities—research, university committee work—that are rewarded by the tenure, salary and promotion system of the University. It is true that community service is usually regarded as one of the appropriate criteria for

reward, but that principle is not always given adequate recognition. Furthermore, even where the principle is theoretically recognized, the matter of assessing the quality of a faculty member's community service is not easily settled. Just because a faculty member can demonstrate that he has spent long hours working on a community-related project is not necessarily evidence that such service deserves reward. After all, sometimes projects can be led in bad directions, advisers can give the wrong advice, and incorrect priorities can be set. Community service must not only be measured in terms of time, but also quality. And, obviously, the criteria for such measurements are difficult to ascertain.

Techniques which Were Helpful in Implementing this Guideline. 1. It is often desirable for a significant proportion of assigned faculty to be composed of tenured faculty members. The simple fact is that such a pattern of assignment insures that a fair proportion of the faculty assigned have a good understanding of university priorities, and can demonstrate to their colleagues, simply by their presence, that the project is being advised by persons with appropriate academic criteria. Furthermore, the assignment of tenured faculty does, to some degree, simplify the problem of assessment of performance, since such faculty are assured that, if they want to "experiment" in developing the project, the personal risks of such experimentation are still controllable.

2. If the university designates "service" as a criterion, they must mean it. They must be prepared to grant released time from teaching, raises, tenure, and promotions on the basis of such service. But such a reward process must be tied to an adequate structure of information and criteria. The persons asked to grant recognition to such service must be given adequate information in order to judge whether or not service was rendered and information precise enough to judge the quality of the service rendered. This implies that a feedback or evaluation system must be built into the project, a system which should be keyed to producing significant personnel information. The system might include semi-annual site visits to the project by two or more University faculty members and/or administrators who play significant roles in promotion and tenure decisions.

It is of extreme importance that persons making decisions about faculty working on field-based projects recognize and fully understand the theory and dynamics of planned change.

CHAPTER IV

Guidelines for Facilitating Staff Development in an Educational Partnership

Introduction

The purpose of this portion of the monograph is to share what has been learned about effective ways for school districts and universities to work together in the area of staff development. Our experience has been primarily in an instructional program of credit courses made available to selected teachers and administrators of a Chicago inner-city high school as well as to teachers in elementary and middle schools within the high school's attendance area. Although this section of the monograph deals almost exclusively with a program of instruction provided by the university, one of the seven guidelines to be put forward in this section calls for a close coordination of the instructional aspects of the total program with the structural and governance aspects already discussed.

Guideline 1

> It is essential to use an instructional style which affords dignity to public school teachers and administrators by assuming that they already know a great deal about their own work.

General Discussion of Guideline 1. By way of example, the teachers and administrators enrolled in our three graduate courses were asked to research the attitudes and expectations of students, parents, and other faculty members toward a specific innovation. Graduate students were given credit for being able to select an appropriate innovation and being able, with minimal help, to discover prevalent attitudes about that innovation. We have found that the teachers and administrators selected for university courses are usually competent, dedicated, hard-working, responsible, and articulate people. They are accustomed to making important decisions and communicating important concepts. An instructional program which gains their full support and active cooperation is one which assumes that the participants already know a great deal.

In addition, the program must give the participants both a theoretical framework from which to analyze their many past experiences and an action-oriented planning technique for translating past experiences into intelligent plans for future behavior.

Many programs of instruction given by universities to public school personnel go wrong by using a format in which there is little opportunity for the "participants" to do anything but listen to the instructor and follow his instructions. Experienced teachers and administrators are capable of much more active and much more mature contributions to a learning program than are pre-service undergraduate students with no prior teaching or administrative experience. Therefore, it is wise to provide opportunities for experienced personnel to express their full range of abilities within an instructional program designed for them.

Techniques which Were Helpful in Implementing this Guideline. 1. About half the class meeting times were devoted to active work by participants in small-group planning activities or in the application of lecture material to the specific innovation being planned by that group.

2. A free choice of innovation projects as allowed. All participants were expected to accept the responsibility for defining their own projects and reviewing the available literature.

Guideline 2

> The main focus of the instructor's efforts is on providing effective means for processing, organizing, evaluating, and using the information gathered by the participants.

General Discussion of Guideline 2. The fact that public school personnel already possess a wealth of data and experience does not mean that a university instructor has nothing to offer. On the contrary, it means that the university instructor has an exciting opportunity to work with experienced and able students. The instructor's most valuable contribution is his/her ability to lead the participants beyond their present expertise. For example, many of the teachers and adminis-

trators expressed surprise at how much knowledge about the desired innovation they already had. Nevertheless, they felt powerless to proceed toward a plan of action until the information had been assembled, organized, evaluated, and shared with their colleagues and their professor.

Techniques which Were Helpful in Implementing this Guideline. 1. The instructor accepted the responsibility for presenting educational innovation theory as a series of concepts which can be applied to any planned and coordinated attempt to bring about a specific change. Participants were given frequent opportunities to apply the concept in question to the particular innovation on which they were working.

2. The instructor reviewed and evaluated participant efforts to make sure that the concept had been understood and accurately translated into a plan for a specific educational improvement in the inner-city schools in which the participants work.

3. Since participant teams planned diverse innovations, there was opportunity for each participant to see the theoretical concept applied to a variety of specific innovations, thereby allowing a judgment on concept utility.

Guideline 3

Thorough, frequent, and impartial evaluation of the instructional program is essential.

General Discussion of Guideline 3. While the instructor can gain some evaluative responses by reviewing student work, additional evaluation procedures are very useful in assessing the degree of cooperation which the university and the school district have been able to achieve. Data in the form of written or spoken communications alone may be inadequate for two reasons:

1. Students may leave out pertinent information which they feel might either insult the instructor or adversely affect their grades.
2. The degree to which innovation plans are actually being implemented in the participants' schools is difficult to assess through personal reportage alone.

Techniques which Were Helpful in Implementing this Guideline. 1. An evaluator (hired by the total Midwest Center Satellite Project and reporting directly to the Project Director) conducted course evaluations during each quarter of the year-long sequence of courses. The evaluations took up most or all of one class session, at which time the instructor was not present. Evaluations by the project evaluator were scheduled for about the middle of each quarter. That report was made available to instructor and participants promptly in order to allow them to make needed corrections and additions soon enough to allow the quarter's course objectives to be met on schedule.

2. Sophisticated evaluation procedures were used in other, non-instructional aspects of the total Midwest Center Satellite program. These results were also made available to the course participants and instructor.

Guideline 4

> The schedule of instruction should cover a long enough time period to allow participants to test their plans in small and limited field-test settings and then to revise, extend, expand, or replan the proposed educational innovation.

General Discussion of Guideline 4. The sequence or schedule of instruction must take the nature of the shared task into account. In this program, the process of instruction is viewed as the joint application by the instructor and course participants of existing knowledge and abilities to a new and challenging task. Educational innovations are difficult and precarious undertakings which frequently require that substantial groundwork be laid before direct action can be taken.

An example can be taken from our experiences: One student in the course selected an innovation which provided an in-school suspension center for counseling and academic work. His idea was to keep students in school whenever possible, even if that student had reached a point at which his principal wished to expel him from his classroom. As a major change this plan required an initial pilot study which took the form of having suspended students referred to the planner for the period of their suspension. He was thus able to see some of the potential problems to be worked out before the full-scale project was brought into being.

Much of the frustration associated with projects designed to create and institutionalize educational innovations can be traced to the unrealistically brief time schedules used by the planners of many such projects. It is naive to expect that problems and difficulties, which have the force of decades of *status quo* repetition and tradition behind them, will be turned around easily and immediately. Careful, intelligent, and above all *persistent* efforts toward change are required.

Techniques which Were Helpful in Implementing this Guideline. 1. Our course of study had been planned as a year-long sequence of courses offered to the same group of participants. Thus, a time period of a full academic year has been given to the planning, field testing, revising, and refining of a single educational innovation.

2. Since the actual implementation of each planning group's innovation occurs in the second year, when the group is no longer together in a university course, it is helpful to have each team composed entirely of members from a single school building.

3. It is also helpful to create a structure and setting in which last year's participants can continue to have association with the program and identify with the project's progress. One possibility is to organize a "continuation team" at the close of the year. This team would be responsible for reporting the results of former team efforts to the new class teams.

Guideline 5

> The basic unit of innovation is a task-force team rather than solitary individuals. The instruction should frequently be carried out within the task force team itself and the content of the instruction should include the communication skills required in team building and collaborative decision making.

General Discussion of Guideline 5. Although there were a few graduate students who worked singly, most met together and worked in teams during the planning and field-testing phases. Innovators who began by talking about the uniqueness of their school and their innovation were pleasantly surprised to learn that others in their group were considering similar innovations.

For example, one of the students is a school social worker whose innovation dealt with means of communicating with parents about the needs and progress of students. She was pleased to discover that the work being done by two other class members (on the communication processes involved when special education students are identified and assigned) showed important similarities to her own work.

Most educational innovations require the effort, expertise, and authority of four, five, or six persons if they are to have a good chance of success. The dedication and commitment of a small group of persons can often give the innovation a friendly and supportive microenvironment even while the remainder of the school's staff takes a distant, "wait-and-see" attitude. Since most educational innovations threaten established routines and established ways in which school personnel relate to each other, the threat of change brings potential enemies: the promise of change can be achieved only if the innovation has friends to buffer and protect it.

It can be a new experience for educators to work together in the intensive and long-term relationships of a task force group which is committed to fostering a specific innovation. Much of the habitual activity of teachers and educational administrators is performed in isolation. Teachers are frequently cut off from any meaningful association with their colleagues as soon as the classroom door is closed. Administrators, too, frequently have jobs in which individual actions and solitary decisions are emphasized. Thus, additional skills of collaborative teamwork are essential among a group which has been brought together for the purpose of creating, nurturing, and eventually disseminating an educational innovation. Some of these teaming skills can be taught in brief instructional units. Others can be learned as the group carries out tasks and activities involved in applying the instructor's theoretical insights to the group's innovation plan.

Techniques which Were Helpful in Implementing this Guideline. 1. Task force groups were given some assignment or activity to be completed during the class session itself at almost every meeting.

2. When outside-of-class reading, research, or writing was assigned, time was set aside in the subsequent class meeting in order that task force members might share the results of their efforts with the other members of the group.

3. Since groups worked together to create and test plans for educational innovations, they were allowed to present joint reports and papers as one means of fulfilling a portion of the course requirements.

Guideline 6

While courses can support and facilitate the innovative process, other, non-instructional aspects of the total program are also essential if innovation is to occur.

General Discussion of Guideline 6. Other very important aspects of any project which seeks to make educational innovation more likely and more successful are:

1. Sophisticated evaluation and measurement of precise conditions of the *status quo* which is to be changed.

2. Research information about the innovations which have been achieved elsewhere.

3. Consultation with key educational administrators about program development requirements.

4. Continuing, two-way communication with the community served by the schools in which the innovations are planned.

5. Coordination of the training in innovation theory and practice with other on-going faculty development efforts.

6. Frequent and effective communication between the various research, development, governance, and instructional components of the total project.

There is a boundary line separating what may properly be taught or required in a course from what can only be done at the employment site. In general, the instructional course can best focus its efforts on the planning of change and should leave the major burden of implementation to the course participants as they act in their appointed roles and responsibilities within their schools.

Techniques which Were Helpful in Implementing this Guideline. 1. It is very helpful to have administrators, including principals, present in the university course as participants.

2. If principals and other administrators are present, it is imperative that the entire class understand that it is bad form to push administrators into making policy pronouncements during the class itself. The instructional process requires a relaxed atmosphere in which various alternatives can be discussed and even field tested without forcing key administrators to take firm and explicit policy stances which can later be revised only with attendant feelings of embarrassment and betrayal. All course planning is inevitably vulnerable to revision during later field testing and later conceptual inputs.

3. Course participants from either the current or the previous year can add to the deliberations of the project's governing bodies by keeping other components of the program informed about course activities. Course members who sit on governing committees and boards can also share the information they have gained during these experiences with other members of their task force groups from time to time.

Guideline 7

> The success of a program designed to foster innovations is ultimately measured by the implementation of the innovations generated by that program. However, due to the long time span between planning and institutionalization of an innovation, other measurements must be used to guage progress along the way.

General Discussion of Guideline 7. It is encouraging and rewarding to see the results of one's efforts. Such encouragements and rewards are difficult to come by in projects whose ultimate goal is the creation of educational innovations. Much time is required for an innovation to establish itself and many inputs from outside the planning group affect the ultimate results. For example, a task force planning a particular innovation may not continue meeting together long enough to see the ultimate results of their efforts. Moreover, the change upon which they have been working may not be established until

after some of the innovators have gone on to new positions or after other factors have changed some of the superficial features of the innovation, making it unrecognizable to its original proponents. One way to heighten morale and sustain perspective is to identify a number of steps along the path toward change. In this way task force team members can take pride in their work long before the ultimate fruition of that work appears. We found that it is possible to gain a feeling of satisfaction and closure from the accomplishment of a thorough literature search, an attitude survey, a field test, a communication plan or an evaluation plan, even though the ultimate objective of establishing the innovation has not yet been achieved.

There is a danger, of course, that these intermediate successes may divert some innovators from the fervent pursuit of the ultimate goal. However, most innovations fail because the innovators have not planned well enough and cannot visualize the sequence of steps by which the ultimate success will come. We observed that when the innovators could see some important progress being made even they experienced renewed enthusiasm and a sense of reward.

Techniques which Were Helpful in Implementing this Guideline. 1. The instructor's objectives for each of the three quarter courses included in the year-long program of instruction were announced to course participants at the beginning of the year.

2. Each task force was encouraged to set interim goals and objectives which related directly to the nature of its particular innovation.

3. The various interim goals were interpreted as being related to the final overall goals of establishing the innovation and making significant contributions which would, in turn, be used and built into later objectives.

4. The instructor, in lectures and exercises, presented the concept of success chains in which the achievement of one success sets up a momentum toward the achievement of the next one.

AFTERWORD

The guidelines put forth in this monograph were designed to serve as helpful suggestions to those educators who share our commitment to collaborative staff development programs. We believe that the necessity and inevitability of such programs are no longer questions for speculation or debate, or for distant projections into the future. Now is the time for schools and universities to plan their future together.

We have acknowledged the areas in which school systems and universities differ—in self-image, in reward systems, in working styles. But the simple assertion of those differences, a rationale often used in the past to harbor mutual isolation, is no longer a viable excuse. We have seen and experienced their areas of mutual concern as well as the benefits to be derived from their sharing of resources. As larger and larger segments of the university community are being drawn into the responsibility for training school personnel, and as field training sites continue to gain support as essential components of the training sequence, we can no longer limit our view of the training sequence to the boundaries of the college classroom. The long, seemingly impervious, tradition of university insulation has been pointed to again and again as the major cause for the unpreparedness of school personnel—teachers, counselors, administrators—and also as cause for the inefficiency of training programs. That inefficiency is ironically apparent in the fact that schools often *retrain* their newly employed teachers and counselors, an automatic procedure based on the assumption that university training is both deficient and defective.

We now know that much of this attitude, and the wasteful results of it, can be modified when school districts and university training components are provided with vehicles for communication and collaborative planning, for building interdependence and increased *ownership* of mutual training concerns. What we now need most are additional vehicles, flexible enough to be adapted to a greater variety of universities and school systems in our pluralistic society. Large-scale and long-term programs for developing and testing such vehicles may provide the answer.

The following statement from the evaluative report of the University of Illinois, Urbana Staff,* represents one major strand of thought concerning the efficacy of innovative programs such as the one described in this monograph.

> No short-term project is likely to have much effect. Inertia (political and social), defensiveness, and the need for continuous learning by staffs all point to the requirement of long-term intervention. We would urge those professionals willing to work in the public schools to consider proposals of five to eight years in duration.
>
> A slightly different perspective would be to envision our project magnified a thousandfold (and the cost for that would be far less than the first summer of Headstart and less than half the cost of one Ford Foundation grant for *one* inner-city project). We believe that the effects upon schools and upon university staffs would be magnificent. We propose in short that 1,000 projects such as this one (at a price of $2,000,000) would involve 8,000 inner-city teachers, 1,000 university professors, and 3,000 graduate students. The awareness thus generated might begin to move us toward the solution of the awesome problems in our inner-city high schools.

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*R. Stewart Jones, et al, *An Evaluation of the Diagnostic and Skills Development Component of the Midwest/Center Satellite Project* (Urbana: University of Illinois, 1974).

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